

City of Berkeley

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MEMORANDUM

April 11, 1994

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UNIVERSITY OF CALIFORNIA

To: Honorable Mayor and
Members of the City Council

From: Weldon Rucker, Acting City Manager *WR*

Subject: POLICE EXECUTIVE RESEARCH FORUM REPORT
COMMUNITY INVOLVED POLICING PERSONNEL STUDY

Introduction

The attached Community Involved Policing (CIP) Personnel Study is submitted for your consideration. This report was prepared by the Police Executive Research Forum (PERF) as authorized by the City Council on October 12, 1993.

Dr. Sheldon Greenberg, Associate Director of PERF and the study team leader, will be meeting with the City Council on April 19, 1994 to present the PERF findings and address questions.

PERF developed its recommendations independently, without prior consultation with City staff. We anticipate that further City staff analysis of the costs and implications of the Study recommendations will be required after the PERF presentation to Council.

It also is expected that the Council, City staff, and the community will review the report to evaluate and prioritize the recommendations, and develop a strategic plan for CIP implementation over the next several years.



Overview of the Report

First, it is important to keep in perspective that the report focusses on presentation of on PERF's recommendations for improving the police department's capacity to implement CIP and meet the high public expectations of this community. PERF's overall assessment of the Berkeley Police Department is very favorable. In his 4/8/94 cover letter to Acting City Manager Weldon Rucker, Dr. Sheldon Greenberg states:

"You and the residents of Berkeley should take great pride in your Police Department. It is one of the finest police agencies in which we have had the pleasure to work. It is an agency with highly skilled, dedicated employees. It is an agency that provides quality service to the public, despite the fact that it is overly scrutinized and overly criticized.

"The Police Department has areas that need improvement, as do most dynamic and complex organizations. These range from internal communication to making better use of civilian employees. With some changes, the department can achieve increased efficiency and maintain its position as one of the premier police agencies in the nation. To be fully effective, though, attention will have to be given to proper staffing. This is an area that has been neglected for too long.

"I am enthused about the potential that exists as the Police Department moves forward with community involved policing. The environment is perfect for establishing a model of community policing that other agencies will emulate..."

Second, PERF's approach involves a full management study of all aspects of BPD operations, on a division by division basis, as well as a patrol workload assessment. As such, the scope of the recommendations encompasses organizational and procedural changes, training and equipment needs, as well as personnel adjustments - many of which are substantial in nature.

The personnel recommendations include - re-deploying some current officer positions; hiring additional patrol officers, jail staff, and clerical positions; civilianizing a number of functions currently handled by sworn officers; and creating some new non-sworn positions. PERF has intentionally avoided prioritization of those recommendations, leaving that responsibility largely to the City.

A preliminary review of the various, inter-related personnel measures recommended by PERF can be summarized as follows:

- o 31.5 additional sworn officers (including .5 Sergeant position) for the Patrol Division
 - 13-14 transfers of sworn officers from other department divisions
 - 17.5-18.5 new patrol officer hires
- o 8 civilian professional/specialist hires
 - 6 civilianizing functions currently performed by sworn officers
 - 2 new functions (planner and crime analyst)

- o 3 new jail staff positions (PSA's)
- o 4 additional clerical positions
- o up to 18 new CSO (community service officer) positions

The recommendations reflect several key assumptions by PERF:

* That the Patrol Division is the most critical component of community policing and therefore requires expansion.

* That the current Patrol Division work schedule and beat structure equitably distributes the workload among the existing patrol teams.

* That the desired goal for use of patrol officers time is only 35% for responding to calls for service - versus upwards of 49% that beat officers currently spend; with the difference needed to increase officer time available for more pro-active, self-initiated, problem solving activity of beat officers under CIP.

* That a greater % of calls for service should be handled by a telephone reporting unit and by the foot/bicycle patrol officers.

* That, based on a calculated officer availability factor of 2.3, the current patrol staffing level is inadequate to fill existing beat assignments (without incurring overtime expenditures). A preliminary staff assessment of the PERF data indicates it would take approximately 5 more patrol officers just to adequately fill the present beat assignments (i.e., to raise the average daily officer availability from the current level of 33 officers to the required level of 35 - or, 2×2.3).

* That to adequately support the problem solving activity envisioned under CIP, the BPD needs to expand its general analytical capacity and improve internal communications.

* That some cost savings can be anticipated by converting one lieutenant, two sergeants and six inspector positions to patrol officer positions.

As noted above, the PERF report does not prioritize or cost out the various recommendations, nor does it attempt to analyze the inter-relationship of some of the recommendations (e.g., the impact of increased use of telephone reporting and CSO's on the total number of officers needed in the field; the impact of increased staffing on current overtime expenditures; the impact of various civilianized and converted positions on overall BPD staff development and retention).



Such issues can be explored during the April 19 PERF session with the Council. Additional staff evaluation will be developed as well, with input from the Council.

In sum, the PERF Study provides a fresh outside perspective to aid the City as it embarks upon full implementation of Community Involved Policing. It is clear that this will be just the beginning of a critical dialogue within the City if PERF's sweeping recommendations are to be considered in a manner that can best meet the needs and expectations of this community's citizens, public officials, and its police officers.

Attachment

cc. Phil Kamlarz, Deputy City Manager
D.E. Butler, BPD Chief
Robert Bailey, PRC Officer
Sherry Kelly, City Clerk
Anna Rabkin, City Auditor
Manuela Albuquerque, City Attorney

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POLICE EXECUTIVE
RESEARCH FORUM

CHUCK WEXLER
EXECUTIVE DIRECTOR

April 8, 1994

Weldon Rucker
Acting City Manager
Civic Center Building
22180 Milvia Street
Berkeley, California 94704

Dear Mr. Rucker:

The Police Executive Research Forum (PERF) is pleased to present the final report on the study of the Berkeley Police Department. The members of the study team greatly appreciate the time, energy, enthusiasm and candor of the many people who made this report possible, particularly Chief of Police Dash Butler and the employees of the Police Department.

You and the residents of Berkeley should take great pride in your Police Department. It is one of the finest police agencies in which we have had the pleasure to work. It is an agency with highly skilled, dedicated employees. It is an agency that provides quality service to the public, despite the fact that it is overly scrutinized and overly criticized.

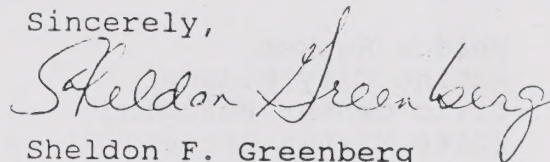
The Police Department has areas that need improvement, as do most dynamic and complex organizations. These range from internal communication to making better use of civilian employees. With some changes, the department can achieve increased efficiency and maintain its position as one of the premier police agencies in the nation. To be fully effective, though, attention will have to be given to proper staffing. This is an area that has been neglected for too long.

I am enthused about the potential that exists as the Police Department moves forward with community involved policing. The environment is perfect for establishing a model of community policing that other agencies will emulate.

The Police Executive Research Forum will continue to work with the Police Department, city officials, and others as you consider and implement recommendations in the report. Again, on behalf of the study team, I want to thank everyone who played a role in this study.

I wish you the very best.

Sincerely,



Sheldon F. Greenberg
Associate Director

SFG/s

Police Executive Research Forum

Study of the Berkeley Police Department

Executive Summary of Recommendations and Positions

Prepared by the
Police Executive Research Forum

Study of the Berkeley Police Department

Summary of Recommendations As They Appear in the Full Report

Management and Administration

1. The city manager should meet with the chief of police and members of the department's command staff to discuss goals for the agency, particularly the expansion of community involved policing, and the ways in which they will be accomplished, in conjunction with other agencies of city government.

The city manager should set forth expectations for police service and cooperation among agencies and city officials. Prior to doing so, the city manager should solicit input from community leaders to these expectations.

The city manager should insist on feedback from the chief of police and command staff on their response to the community's expectations. In this way, a common foundation can be established on which all city agencies can work cohesively to implement community involved policing and better serve the community.

2. The chief of police, with input from the command staff, should develop a concrete set of objectives for the expansion of community involved policing as part of a long-range development program for the department.

Once developed, members of the command staff and all other employees in the department should be oriented to their role toward completion of these objectives and the estimated time for completion.

3. The chief of police should take additional steps (training has already been provided) to develop a common understanding of the community involved policing effort among the department's managers (lieutenants and above).

This effort should involve:

- a. Regular meetings for all personnel above the rank of sergeant to focus on current and long-range issues affecting the community and Police Department and the expansion of community involved policing. (The department has begun this effort.)
- b. Establishment of concrete tasks to be performed by members of the management team to implement community involved policing. (The department has begun this effort.)

- c. Increased one-on-one discussion between the chief of police and members of the department's management team.
 - d. Increased visibility by the chief of police at roll calls and in units of the department to reinforce the commitment to the agency's values and community involved policing.
- 4. Members of the command staff, particularly captains and lieutenants, should spend more time in the field and in unit offices working with employees of the department to assess needs and provide support.
 - 5. Captains should spend more structured time meeting with unit leaders and officers, discussing their individual areas of responsibility.

Too many officers, sergeants and lieutenants perceive that they are not given sufficient information about changes and activities occurring in the department or an adequate opportunity to provide input to the agency's direction and activities.

Administration Division

- 6. The administrative division, as it currently exists, should be eliminated. The lieutenant should be assigned to the proposed administrative services division. The proposed division may also be headed by a civilian administrator.

If a civilian administrator is hired to head the proposed division, the lieutenant's position should be eliminated and converted to a police officer's position. The police officer's position should be reassigned to patrol teams.

- 7. A clerk-typist should be hired on a temporary basis to fill in for the OAI who is on medical leave.

The lieutenant spends an excessive amount of time performing routine clerical tasks. The OAI has been on long-term medical leave. Clerical assistance is warranted.

8. : A civilian planner should be hired for planning and research. The planner should have a background in the development of grants and should be assigned to pursue new grant opportunities for the department.

The Police Department had a negative experience with a prior civilian planner due, in part, to lack of knowledge of modern police service. This should not preclude the agency from moving forward with a civilian planning function. Agencies such as the Norfolk Police Department have had great success with civilian planning operations. A new attempt is warranted.

9. In conjunction with city finance officials, the Police Department should work to eliminate the duplicate process of electronic and manual preparation of budget modification forms.

10. A formal system of inspections should be implemented, with structured time lines.

The current practice of division commanders conducting informal audits does not provide sufficient accountability. The inspections process is needed beyond that provided by the accreditation process. The types of inspections that should be conducted and the schedule for conducting them should be established by the chief of police, with monitoring support from internal affairs.

11. The department should have audits conducted of its confidential funds, cash handling processes and internal accounting practices by the city finance office.

Employee Selection Process

12. The department should develop a recruiting plan to meet future hiring needs.

In addition to the need to increase sworn staffing, as recommended in the resource allocation chapter of this report, attrition over the next five years will increase. Through attrition, it is likely that the next five years will see the hiring of more than double the number of officers hired over the past five years. The department has already begun to forecast its staffing needs resulting from attrition.

The department should develop a strategy to attract a sufficient number of quality applicants. The plan should include timetables, activities to be performed, allocation of staff to perform tasks and a budget.

13. The department should select a diverse team of officers to assume part-time recruitment activities.

These officers should be assigned to attend recruiting opportunities in the bay area. This includes working with colleges and high schools in an effort to inspire interest in the department among potential applicants.

14. The department should actively recruit and increase the use of reserve officers.

The department declined the last six reserve officers who were certified by the city. A viable pool of reserve officers should be established, particularly if their role is expanded as part of the community involved policing effort.

Performance Evaluations

15. The department should work with the city personnel department to permit the use of an alternative performance evaluation system based on the specific tasks of each job as identified by a job task analysis.

The current system does not measure the performance of tasks actually performed by officers, supervisors, specialists, etc.

Promotions

16. When candidates for promotion are presented to the chief of police in ranked bands, subsequent promotions should be made from the highest band until those names are exhausted, then the next band.

There is little purpose in studying and working hard to compete for a high promotional standing when the system permits any candidate in any band to be promoted before others in a higher band. The chief already follows a rank order as presented in the bands.

17. The department should establish and distribute a promotional policy that outlines the process, not simply the criteria.

All factors such as performance and attendance that may be considered in the promotional process should be publicized. The way in which factors beyond basic criteria may influence promotional standings should be stated clearly.

Training

18. Consideration should be given to converting the sergeant's position to that of a civilian training coordinator. If this occurs, the sergeant's position should be eliminated and converted to a police officer's position which should be assigned to the patrol teams.

19. An administrative assistant should be hired to replace the police officer's position, which should be transferred to patrol.

This will civilianize the training staff, which will have to rely on the part-time assignment of sworn personnel to assist in the implementation of in-house training programs.

20. Temporary clerical support should be provided until the assigned employee returns from medical leave.

Clerical functions such as completing forms, billing, filing and maintaining training data are being performed by sworn officers. Despite the fact that an employee is on long-term medical leave, sworn personnel should be free to focus on identifying training needs, scheduling training with area jurisdictions, providing remedial training to employees, assisting in career development, and more.

21. A new personal computer and data base software should be purchased for the training unit for maintaining and retrieving training files, preparing statistical reports on training, and word processing.

22. The department's training advisory committee should meet annually, as required by directive.

23. FTO sergeants should conduct more frequent and more detailed evaluations on FTOs. FTOs who fail to meet standards should have their evaluations referred to the lieutenant for review. FTOs who are no longer effective should be decertified.

24. The department should implement a firearms inventory system.

As part of the inspections program, firearms should be inventoried annually. The system should identify the weapon by type and serial number and date of purchase. The inventory record should contain date of issue, officer's name and unit designation. It should be noted that an official stated that an annual inventory is already underway in the department; however, although requested, documentation was not provided to the study team.

25. The department should establish a committee to develop a new driver's training program and, if possible, identify a site within reasonable distance to the department to conduct the training. Collaboration with other area police agencies should be considered.

Public Information

26. The department should develop and implement a comprehensive plan for proactively releasing an increased volume of positive information about the department to the news media.

The department should regularly highlight successes and programs. Much of the good work and many achievements of the department and its personnel go unrecognized. Bureau commanders should be directed to identify employees, programs, events and incidents worthy of recognition and forward factual narratives to the PIO on a regular basis. The PIO may then prepare the necessary news releases for circulation internally and to the area media. Other important components of such a plan should include regular meetings between senior members of the department and local reporters/editors.

27. The department should provide additional information about the problem-solving component of CIP to the news media and the general public.

Under CIP, citizens and other governmental agencies will be solicited as partners in the problem-solving process and they will need to have a clear understanding of how the department intends to analyze and address underlying aspects of crime and disorder problems.

28. Page one of the written public information policy should be updated to reflect that the public information officer is a designated BPD official, rather than the detective bureau lieutenant.
29. As law permits, reporters should be given the opportunity to review basic police report information.

Internal Affairs

30. The process for conducting internal investigations on high-ranking officers (greater rank than that held by personnel assigned to the IA Bureau) against whom a complaint is filed should be formalized.
31. Internal affairs files should be maintained in a locked file cabinet, with access limited to IA personnel and the chief of police.

The current practice of placing the files in a locked room, but in open file cabinets does not provide sufficient security to IA information.

32. Both Police Department and Police Review Commission authorities should meet to discuss relations between the two agencies and implement a roll call orientation series to discuss the role and activities of the PRC with officers.
33. The internal affairs unit should play a greater role in conducting departmental inspections on behalf of the chief of police.

A schedule should be developed of the primary inspections that are needed (fiscal audits, fleet, weaponry, etc.) and internal affairs personnel should assist supervisors in implementing it.

Police Review Commission

34. While some situations may cause the PRC and Police Department to be in adversarial roles, members of the commission should refrain from unwarranted criticism of police services.

Too many negative comments within the community, especially among special interest groups, were attributed to members of the PRC.

35. The PRC should undertake efforts to correct misperceptions about its functions and activities by officers, if it is to retain its credibility.

Officers assert that the PRC violates its own rules in conducting hearings, including delayed notifications and holding hearings with too few commissioners. If true and the commission is to retain its credibility, it must abide by the rules it sets forth. If the rules are not workable, they should be changed.

Labor Relations

36. The city should work with captains and lieutenants to remove them from the existing bargaining unit.

Captains and lieutenants are a part of management and should not be involved in the same bargaining unit as nonmanagerial personnel. It presents potential conflict, although none was noted during the study. If necessary, an independent bargaining unit could be established for captains and lieutenants.

Community Involved Policing

37. Officers should be directed to spend uncommitted time more wisely.

In particular, officers should: find out from interaction and observation what problems exist in their beats; visit problem locations and spend uncommitted time analyzing problems, devising tailor-made solutions and evaluating the effectiveness of the solutions. Over time, as crime and disorder problems are identified by the community and by the police, officers will develop greater familiarity with people, businesses, transient traffic, etc. as they analyze problems and work with the community for solutions.

38. The police department should strive to move to a higher level of problem solving that involves recognizing the relationship between incidents and systematically collecting and analyzing information about particular problems.

Most department employees are currently attempting to correct problems, but are doing so without an analytical understanding of these problems. Generally, officers in the Berkeley Police Department are exceptionally bright individuals with great analytical and problem solving potential, but their abilities are currently being under used. To conduct a thorough analysis of crime and disorder problems, officers will need additional training [see recommendation #6]. The implementation of this recommendation is critical to achieving effective, long-term solutions to persistent crime problems.

39. The Police Department should shift its emphasis away from statistical measures of officer performance by stating expectations in the form of goals and objectives.

For example, rather than giving officers a quota of one moving summons per day, every beat officer could be expected to work on a traffic problem as part of his or her monthly problem-solving activity. It should be left up to the officer to determine what responses are best suited to resolve recurring traffic violations at a particular location. Traffic enforcement and issuing summonses have been the solution of choice for most traffic problems in Berkeley in the past. However, since many of the same problems have persisted, new approaches are warranted.

40. In order for CIP to reach its potential within the Berkeley Police Department, members of the command staff will have to uniformly support and encourage community involvement and problem-solving efforts.

Because it constitutes a fundamental change in the way the department does business, there will be persons in the agency who will cling to more traditional policing practices, both covertly and overtly. Dissension and discouragement regarding the potential of CIP will sabotage the implementation of CIP, and reduce its chances of significantly engaging the community and impacting crime and order problems. A united front is also essential in enlisting sergeants to encourage their officers to undertake community involvement and problem solving activities. PERF's work in other police departments has shown that the biggest indication as to whether problem-solving will get done is if the sergeant wants it done. Sergeants often have more influence than chiefs on an individual officer's daily activity.

41. A comprehensive crime analysis program should be established as an integral part of the community policing effort.

To meet the needs of community policing, crime analysis information must be comprehensive, problem-specific, timely and accessible to officers. It requires thorough knowledge of modern policing, problem-solving techniques, data processing. A full-time crime analyst will be required. The position should be assigned to the planning and research section.

42. Follow-up training in community policing that addresses advanced analysis; supervision of problem solving efforts; community surveys; crime prevention through environmental design and other areas should be provided to members of the department.

To date, the training provided to officers has been foundation training -- familiarizing officers with the concept of community policing and the basic skills necessary to start. Follow-up training will be necessary to enable officers and supervisors to fully implement community involved policing.

Outlined below are some types of follow-up training that should be provided.

- Community Training: Training should be developed so that members of the community can become partners with the police in problem solving. Training can be incorporated into the Citizen's Academy curriculum, but it is best taught to a community organized around a particular crime, disorder or safety problem.

- Supervisory Training: Recurring training should be given to supervisors in addition to basic foundation training. (All but two patrol sergeants have attended the 24-hour POST school, "Community-oriented Policing for Sergeants." Those who have not attended are scheduled for training in the near future.

Advanced supervisory training should focus on managing officers engaged in problem solving.

Sergeants should receive training so that they can:

- be more involved with what is going on the street -- they should have precise information on officer workload
- participate in problem solving and coach officers through the process if needed
- help officers find ways to improve problem analysis
- provide officers with ways to upgrade their problem-/solving and community engagement skills
- make sure that problem-solving efforts are evaluated for effectiveness
- make sure problem solving efforts are documented so others can learn from the effort
- evaluate personnel on the basis of problem solving and community involvement successes

- Community Surveys: Training should be developed to help officers develop and administer community surveys. Surveys are extremely useful tools for officers to better understand crime and disorder problems from the community's perspective.
- Advanced Analysis Training: Training should be developed to further build officers' problem-solving skills. During initial foundation training, officers moved too rapidly to solutions, before thoroughly analyzing the problem. Problem solving workshops can be developed that provide officers with opportunities to review crime and survey data. If taught properly, officers will learn to incorporate survey data into their problem-solving activities.

- CPTED Training: Crime Prevention Through Environmental Design (CPTED) is an approach that recognizes the role of the environment in crime control. Training in this area is important in building an officers' understanding of crime and crime resolution, beyond the traditional arrest of an offender.
- FTO Training: Community policing training should be developed to help field training officers (FTOs) train new recruits. FTOs may be the first role model for new officers and it is important that they have all the requisite skills so that they can pass them on to new recruits.

43. The Police Department should focus on reducing community expectations for high visibility as a result of CIP. The department should focus on stimulating joint problem-solving partnerships around neighborhood crime, disorder and safety problems.

Many citizens are under the impression that the implementation of CIP will result in higher visibility of police officers. Even the addition of 30 officers will not have this result. Department officials should explain to citizens that increased visibility is a temporary, and sometimes ineffective, solution to crime problems. In addition, department officials should strive to increase the public's participation in identifying problems, as well as the public's understanding of problem analysis, response and evaluation. Elected officials and the media should assist with this educational effort, where possible.

44. City government officials, particularly the mayor, city manager, council members, and Police Department officials must reach a consensus about the future and the direction of community involved policing before too many additional steps in the implementation process are taken.

While some consensus currently exists among these officials, there are areas of significant disagreement. Failure to come to some agreement about key aspects of CIP, will result in disappointing outcomes, a frustrated citizenry, and wasted resources.

45. The city council should allow officers to take responsibility; involve citizens, other agencies and organizations; conduct analyses; and make decisions to resolve problems.

Currently, council members are perceived to be micro-managing some aspects of CIP in such a way that inhibits decision-making power at the officer and supervisory levels that is necessary for CIP to be successful. Under CIP officers will be required and encouraged to take risks to better the quality of life in the community. Some certainty has to be provided by the council that officers can take needed action and risks to resolve problems without undue scrutiny, criticism or sudden changes in their authority.

46. The Police Review Commission should conduct problem analysis and pattern inquiry on incidents in which officer contact with citizens is less than ideal and harm occurs. The PRC might begin by answering the following questions:

- Are there certain types of police response that cause particular concern to the community?
- Are there certain types of police calls that generate the most complaints of misconduct?
- Are there certain types of arrests where complaints of physical harm occur?
- Are there certain types of calls for service that place an officer at higher risk for assault?
- Are there certain types of calls for service in which citizens more frequently complain of police rudeness?
- Are the police fair in the way in which they provide service to people within the community and are problem solving and other community policing efforts provided fairly and impartially?
- Is police service delivered in a timely manner to all parts of the city?

The PRC should also translate political expectations and citizen input into guidelines for the police in gray areas such as aggressive panhandling, loitering, and dealing with people who have mental disabilities.

While the PRC's primary role is to investigate complaints against officers brought to it by the public, it needs to conduct problem analysis and pattern inquiry without seeking to find fault with individual officers. To accomplish this, the PRC will have to overcome the perception that its role is an adversarial one, with respect to the police department. Until a stronger bridge is built between the PRC and the police, the success of a broader role for the PRC in community policing is unlikely.

Field Operations/Patrol

47. Officers should be evaluated based on the quality of their work rather than on the quantity. Lieutenants and sergeants should deemphasize their focus on quantitative measures in assessing the effectiveness of their officers. Instead, as part of the community involved policing effort, they should focus on encouraging initiative by officers and support individual efforts to deal with neighborhood and community problems.

When initiative is not encouraged and rewarded by supervisors, it is implicitly discouraged. When officers feel "pressured" by supervisors to conduct activities that generate statistics, the quality of their work suffers. Instead of targeting areas that need their service, officers will often target locations where they are likely to be able to produce statistics through traffic enforcement, in-view complaints, minor arrests, etc.

48. The informal traffic "quota" should be eliminated.
49. Lieutenants and sergeants should play a greater role in direct field supervision and spend less time in the police building performing administrative tasks.

Lieutenants and sergeants should spend more time in the community. Where possible, some administrative chores being performed by these supervisors and managers should be assigned to clerical personnel. Others should be performed in cars while on patrol.

As a byproduct of spending more time in the field, lieutenants and sergeants should respond to an increased number of calls for service to assist officers and observe their performance.

50. To accommodate the release of lieutenants and sergeants to spend more time in the field, the Police Department should hire one additional clerk-typist to support the patrol teams.

51. Patrol officers should be given the opportunity and mandate to conduct more in-depth preliminary and follow-up investigations. Patrol officers should complete a greater number of follow-up investigations involving nonserious crimes.

Supervisors should guide and review these investigations and should gauge when they interfere with other patrol activities.

As time permits, patrol officers should be allowed to participate in more detailed or serious investigations, either on their own or in conjunction with detectives.

52. Roll calls should be more highly structured to provide training and discussion about departmental policies and procedures and community needs.

Roll calls should be viewed as an opportunity to share information and obtain officer input to departmental activities.

53. Representatives from the detective bureau, youth services detail, and traffic division should attend patrol roll calls whenever possible, ideally on a daily basis.

54. Basic officer safety practices should be reinforced through in-service training and direct supervision in the field.

Attention should be given to observing crowds at scenes; approaching homeless and street people; stop and approach; response to calls for service; response to alarms; principles of arrest; and, building, vehicle, and suspect searches.

55. In supporting of the community involved policing effort, all administrators and supervisors in the Police Department should spend up to one day per month working patrol.

Administrators and specialty personnel need to maintain an awareness of the issues and situations facing uniformed patrol officers. This is particularly important since the Police Department is expanding its efforts in the area of community involved policing.

This rotation assignment parallels a program underway in the Hawthorne, California Police Department. The assignment to patrol can be accomplished on a rotating basis so that it does not drain administrative and supervisory resources. It will allow administrators and supervisors to better understand the needs of patrol, community concerns about crime and citizen fear of crime, and changes occurring within the city. It will also provide additional supervision to patrol to accommodate leave and other absences of patrol supervisors.

56. City officials should authorize the Police Department to establish three canine teams and canine policy.

The canine teams should work on a rotating basis to cover periods from mid-day to late evenings. If there is community concern about user of canines in crowd control, this application could be prohibited by policy.

The department and community would benefit from a comprehensive canine function to focus on narcotics trafficking, illegal explosives, building searches, and response to alarms.

Foot Patrol (Bicycle Patrol)

57. The foot patrol unit should be called the bicycle patrol, a title more appropriate to its function.

The title causes unnecessary confusion. Some citizens were critical of the department's "foot patrol" unit because they never saw officers walking a post in their neighborhood and wanted to know where the officers were assigned.

58. The foot patrol unit should be increased by the addition of one officer as recommended in the resource allocation section of this report.

In order to bring the combined patrol team and foot patrol strength to the recommended level of 115 officers, the bicycle patrol should have ten officers. The addition of one officer will not allow the unit to expand operations to other areas of the city but is deemed necessary to adequately schedule existing services and maintain the safety and response methods afforded by two-officer teams.

59. The foot patrol unit should have a full-time supervisor.

The unit is unique in its function within the department and large enough to support the need for a full-time sergeant. The unit and its officers need the guidance and support of a full-time supervisor who can devote attention to issues such as quality of service, quality of personnel, work hours, community problem-solving, and engaging the services of other agencies.

The addition of a full-time sergeant to the unit will increase the presence of foot patrol officers in the current work areas and, in conjunction with the above recommendation, allow for some expansion to other areas of the city.

60. The chief of police and deputy chief of police should meet with executive officers from other city department to explain the role of the bicycle patrol in community involved policing and gain a higher level of cooperation and response when officers request services such as trash pick-up, signage, tree and shrub trimming, etc.

Expectations for empowered police officers to undertake problem solving in neighborhoods will not be realized without interagency cooperation.

61. Bicycle patrol officers should be required to handle a greater volume of calls for service in their assigned areas.

Bicycle patrol officers should be free to address the neighborhood and problem-solving issues with which they are confronted. They should also be required to handle calls for service when they are within reasonable proximity. Community involved policing or the use of bicycles should not be the basis for allowing officers to relinquish call for service responsibility.

The unit's response to two percent of the department's calls for service per year is inefficient. This equates to 1.2 calls per officer per day. The perception within the department that bicycle patrol officers do not handle calls has weakened the relationship between the unit and patrol teams. Unless response to calls for service is increased, the unit should be discontinued and the officers returned to patrol teams.

62. The bicycle patrol supervisor, with support from both the communications and the records unit, should maintain detailed records on unit performance and activities.

In addition to capturing data on response to calls for service through existing methods, the supervisor should document referrals, support to other units, the outcomes of officers' efforts in problem-solving, and other forms of interaction with the public.

63. The Police Department should develop a formal memorandum of understanding (MOU) with the University of California at Berkeley Police Department, establishing policy on joint bicycle team operations.

At a minimum, the MOU should include the purpose and expectations of the teams, geographic area of team responsibility, methods for conducting radio communications, responsibility for arrests, and which agency's written directives apply to specific situations.

64. Bicycle teams of city and campus officers should be operating on the same communications channel.

Working on two different radio systems is a dangerous practice. Team officers should be on the city frequency, which can be accomplished by purchasing and assigning additional city portable radios to team officers. The city frequency allows greatest access to back-up and mobile patrols, if needed. This does not preclude the team from monitoring the University channel.

65. The department should provide improved security for the bicycles when stored at the police building.

An outdoor storage shed in the parking lot or a caged area in the ambulance bay would suffice. A storage closet or individual lockers for personal and removable gear should also be provided.

66. Officers assigned to the bicycle patrol should be provided with all-season gear and other needed equipment.

Headsets should be made available to those officers who prefer to use them.

67. The department should not issue an abbreviated vest (body armor) to bicycle officers.

Officers should be as safe as possible. The discomfort of a full vest is outweighed by the increased risk linked to the smaller area of protection afforded by a partial vest (smaller panels, no side protection).

Telegraph Avenue

68. A problem-solving approach to the Telegraph Avenue area is needed, with attention to long-range solutions. A six-month data collection effort should be convened as part of this effort, beginning June 1, to collect detailed information on police activity, crowd activity, arrests, disruption to business, etc., in the Telegraph Avenue area.

The extent of police resources being expended on the Telegraph Avenue area are questionable. While officials agree that the area draws large numbers of congregating people, there are mixed opinions about the validity of the current level of police response.

Despite the existence of task forces and committees over the years that have looked into issues affecting the area, there is surprisingly little data available to support the current, level of police service and other forms of community service provided to the Telegraph Avenue area. Most police officials and community leaders could discuss needs within the area in generalities. Most gave a historical perspective as a basis for the current level of service provided. Some cited significant, but isolated, prior events.

Comprehensive data collection and concrete analysis is necessary. Structured and documented experimentation with different forms of police response (numbers of officers, schedule, secondary employment, privatization, use of civilian employees, etc.) may yield a number of alternatives to current approaches. Greater efficiency may result.

The need to collect data should not preclude other problem-solving and analysis effort from occurring.

69. While capturing accurate data on activities within the Telegraph Avenue area, a strategic plan for achieving permanent solutions should be developed by the Police Department.

This effort should draw on past work by committees. Short-range and long-range objectives should be established. It should set forth staffing requirements. Following a problem-solving model, it should propose legislative, environmental, security, and enforcement alternatives. And, most importantly, it should seek to reduce the resources being expended.

70. As part of the problem-solving effort and in conjunction with the prosecutor's office, parole officials, and judges, the Police Department should target repeat offenders who commit crimes in the Telegraph Avenue area.

Police officers, business people, and area residents acknowledged that many of the crimes and disorder problems in the area are committed by the same people week after week.

Detective Division (Criminal Investigations)

71. The name of the detective bureau should be changed to "criminal investigations" to reflect modern police terminology.

Within modern police service, the terms "detective" and "inspector" are fading. In the past, "detective" and "inspector" were ranks -- a promotion above the position of police officer. Today, investigators are police officers assigned to a specialty function. They have no higher rank than their colleagues in patrol or other specialty units.

72. The criminal investigations division should be reorganized to better group similar functions and better apply modern investigative techniques. It should be reorganized into three units, as follows:

- crimes against persons section
- crimes against property section
- special investigation section, which includes functions such as youth services.

73. The current practice of rotation in criminal investigations should be staggered, with some being short-term and some long-term, to allow some investigators to gain additional expertise and community contacts.

As part of the agency's career development efforts, short-term rotations of six months should be established in CID to give patrol officers and others an opportunity to experience detailed investigations.

Some rotational assignments should end after two or three years and some should be extended to allow highly-skilled investigators to remain in the division for five years or longer. It takes time to develop investigative talent.

The precise number of short-term and long-term positions in criminal investigations should be determined by administrators and should be based on the optimum level of expertise desired within the unit.

74. A career criminal unit should be re-established within special investigations to focus on repeat offenders. Initially, one investigator should be assigned to the function, with back-up support provided by investigators from other units.

The career criminal investigator should provide follow-up work in support of other investigators who are working cases involving career offenders. The investigator should work closely with the prosecutor's office to ensure that the quality of investigations and case reports is sufficient to take advantage of repeat offender laws and maximum sentences.

Working closely with patrol and youth services, the investigator assigned to this function should also focus on adult and juvenile repeat offenders who commit crimes and cause disorder in the Telegraph Avenue area.

75. Criminal investigators should attend roll calls and meet regularly with patrol officers and other members of the department to exchange information on suspects, crime trends, and case investigations.

76. Managers and supervisors in criminal investigations should implement a comprehensive case management system, to include use of a structured system of solvability factors. Training should be provided to all CID managers and supervisors on use of case management and solvability factors. If required, the Police Department should purchase case management software to support the effort.

Within the current system, there is no way to measure the efficiency of criminal investigations. Nor is there any way to determine when a case investigations should be discontinued. The change to a more effective case management system should begin immediately.

77. Managers and supervisors in criminal investigations should capture more detailed information on investigator workload.

As part of the case management system -- or as a separate system -- unit leaders need to capture detailed information on how investigators are spending their time. The current lax system for monitoring investigator activity makes assessing staffing needs within the criminal investigations almost impossible. By capturing accurate, detailed information, the Police Department will be able to judge staffing needs more effectively in six months or sooner.

78. Administrators, supervisors, and investigators in the division should be required to use the automated data system for reviewing and analyzing investigative information. If the data system does not meet the division's needs, it should be modified or eliminated.

The department has numerous sources of information including an automated records management system which has the capability to track cases and workload, stolen property, stolen vehicles and methods of operation. The system is not used effectively.

If the system is inadequate, personal computers and data base software can be used to structure an effective case management and criminal investigations program. Professional programs may also be obtained from the U.S. Department of Justice, other police agencies, or private vendors.

79. A clerk-typist should be added to the criminal investigations division to support data entry and transcription.

The current level of clerical support provided to the division is inadequate. Investigators, supervisors, and managers in the division spend far too much time performing routine clerical tasks. As a result, the efficiency of criminal investigations is diminished.

80. In conjunction with the above recommendation, investigators should be provided with tape recorders and should rely more heavily on dictation/transcription for preparation of reports.

The bureau should provide adequate portable radios, chargers, batteries assigned and available for investigators. Tape recorders should be purchased for each investigator to tape investigative reports. A tape machine should be purchased to tape suspect interrogations. Two cellular phones should be purchased and assigned to the detective bureau for detail use.

81. As the rank of inspector is eliminated through attrition, the position of inspector should be reclassified as police officer rather than sergeant.

The purpose should be to reduce the number of supervisors since many of those holding the rank of inspector have only minimal supervisory tasks. The supervisory role of most inspectors can be absorbed by the existing sergeants in the investigative units.

Youth Services

82. The unit should improve its case management system for all cases it accepts to capture more information about cases referred for follow-up investigation, those conducted within the high school, and those assigned for diversion. The case management system should provide comprehensive tracking of cases referred to the detail, time spent on cases, case closures by type, etc.

83. Detailed data should be maintained on the workload and activities of each employee assigned to the detail.

84. Section investigators should be issued tape recorders to tape reports for transcription.

Personnel should not have to use their personal property to conduct city business.

85. Detail officers should track recidivism rates of juveniles who participated in the diversion program.

86. An annual assessment of the diversion program should be conducted by a team consisting of the detail supervisor, a detail officer, and two representatives from external youth services agencies.

87. A civilian should be hired to manage the diversion program.

Detail officers should participate in implementing the program. Officers from other units in the department may also be assigned to assist on an overtime basis, as needed.

88. Upon hiring a civilian to manage the diversion program, one police officer should be transferred from the detail to a patrol team.

Special Enforcement Unit

89. The size of the SEU should be reduced. One officer from the administrative narcotics unit, three from the drug task force unit, and two from the special investigations bureau -- a total of six officers -- should be transferred to patrol teams. If deemed appropriate, an additional officer from the Alameda County Task Force should also be transferred to patrol teams (see the below recommendation). A sergeant from the drug task force unit should also be transferred to patrol.

These transfers are necessary to adequately staff patrol and to accommodate community involved policing. The expertise the individuals have gained in SEU will be invaluable in community problem-solving. As part of CIP, patrol officers, more than any other unit, will assume a greater role in analyzing problems, identifying tactics and resources, and implementing solutions. Among the primary problems patrol officers will address as part of the CIP effort are drug violations.

90. An 18-month plan should be developed for the SEU describing its current and future role in regard to community involved policing.

Some of the issues that need to be addressed in the plan are further integration of activities with patrol, providing support to patrol rather than taking the lead in drug enforcement and reduction, and developing the analytic capacity toward developing long-term, drug demand reduction strategies.

91. Officers in the drug task forces should be assigned geographically within the city and held to a higher level of accountability.

DTF officers should be assigned geographically. Task force officers should monitor specific areas and design strategies to address drug problems in a well-defined community or business district. Task force officers should work to leverage department and city resources.

Officers should work in teams of two across the neighborhoods of the city. Each team of two would be held responsible for several neighborhoods. They would be responsible for working with the beat officers to prioritize drug problems in their assigned neighborhood and develop a plan of action with the community and patrol officers to address chronic problems.

92. Better data should be kept by SEU on case activity, officer workload, and the nature of the current drug market.
93. DTF and SIB should be merged to capitalize on the investigative expertise of SIB and the street level knowledge of DTF and make better use of available resources.

The duties of the two units have become less distinct. More efficiency and effectiveness should be realized from a more generalized approach. Greater resources can be targeted to meet specific needs.

94. SEU should be located closer to patrol to facilitate communication and community problem-solving.

The current separation has inhibited the sharing of information and close alignment of the two units. Since the community perceives drugs to be of major concern and since the department is expanding CIP, close communication between SEU and patrol is essential.

95. SEU should consider pursuing civil sanctions not just criminal to impact drug dealing and drug locations.

In Gaston County, North Carolina, officers working under a civil law seized assets of a mobile home park operator who allowed drug dealing to occur on his property. The patrol officers froze bank accounts and, as part of the settlement, the police department was awarded eight of the park's mobile homes where drug dealing was endemic.

The Berkeley Police Department, in conjunction with the city attorney's office, should expand its use of civil law to address difficult drug locations.¹

In addition, SEU personnel should provide assistance to communities seeking civil remedies. For example, SEU should work more closely with communities in pursuing nuisance suits. Molly Wetzell, through her work in Oakland's Safe Streets program, has helped to close several hundred commercial and residential properties engaging in illegal trade through use of nuisance suits. She has provided training to police personnel around the country in how to support the civil drug abatement work of communities.

96. The chief of police and SEU commander should reassess the benefits received from assigning a BPD officer to the Alameda County Task Force. Unless direct and indirect benefits to the city of Berkeley can be documented, the officer should be withdrawn from the task force and reassigned to a patrol team.
97. Performance measures, other than the traditional generating of statistics, should be developed for the SEU.

In most narcotics units, success is measured by the number of arrests, number of warrants, number of informants, and amount of drugs and assets seized. Within a community policing environment, generating statistics is a secondary measure of unit performance. Unit effectiveness is the primary measure.

Measurements are gathered that reflect whether or not impact was made on a specific drug location or problem. The following questions should be asked:

¹ For a good description of the linkages between community policing, problem-solving and civil enforcement, see the New York City Police Department Civil Enforcement Initiative. A copy of this document can be obtained through the NYPD's Office of the Deputy Commissioner for Legal Matters at (212) 374 -5336.

1. Was the drug problem eliminated?
2. Was the drug problem reduced?
3. Was the harm related to the drug problem reduced?
4. Was the response to the problem improved?
5. How does the community feel about the drug problem now that the police intervention has been concluded?

There is no one measure or simple measure of effectiveness. A series of measures is needed to assess a narcotics function. In addition, the new measures require more time and thought than the traditional statistical measures. However, the traditional method of reviewing a unit's performance said very little about the impact the police had on drug dealing and targeted problem areas.

Traffic Division

98. The traffic division should be discontinued as it currently exists. Traffic enforcement should be placed within the special operations division in the field operations bureau (see chapter II, organization).

This will facilitate closer alignment with patrol and criminal investigations for the purpose of community policing.

99. The parking enforcement function and all related tasks such as meter repair and maintenance should be privatized and removed from the Police Department.

Privatizing the parking enforcement effort can significantly reduce costs and increase revenue. Privatization does not preclude police officers from taking enforcement action.

In Baltimore County, Maryland, parking enforcement was privatized. Although an initial drop in revenue was anticipated, the county realized an increase of approximately a 30% in enforcement activity and a dramatic increase in revenue in the early months of the change. Responsibility for overseeing the privatization of parking enforcement should be transferred to another city agency such as licensing and permits or traffic engineering.

100. The management of all city garages should be privatized.

As with parking, the potential exists for the city to realize increased revenues and a more efficient operation by contracting garage services to a private firm.

102. Whether contracted to a private vendor or retained as a city function, coordination of city garages should be removed from the Police Department.

The function is more appropriate to a public works or licensing and permits agency.

103. The sworn lieutenant's position assigned to coordination of parking enforcement and the city garages should be transferred to patrol to assist in coordinating expansion of community involved policing.

104. The position of traffic analyst should be eliminated. The sworn officer should be transferred to a patrol team to support the community involved policing effort.

105. Traffic analysis reports should be prepared by the crime analyst. Ancillary functions performed by the traffic analyst (coordination of the safety patrol) should be assumed by officers in the traffic unit.

The functions of the analyst are primarily clerical in nature and do not require a sworn officer. The safety patrol program should be assigned to one of the officers assigned to enforcement. It is a function that requires minimal time during most of the year, with a commitment to training during the start of the school year.

106. The city should explore the feasibility of contracting school crossing guard services to a private vendor.

This has been accomplished in other jurisdictions with success. Generally, people currently employed as school crossing guards are retained by the contract provider.

107. Whether or not crossing guard services are contracted to a private vendor, responsibility for collecting, preparing and transporting payroll information should be assigned to a civilian employee, either a clerk or an employee from another city agency. It should not be a function of a sworn officer.
108. The role of locating violators who have failed to pay traffic fines should be contracted to a private investigation agency or security organization. The function should be removed from the commercial enforcement officer.
109. The commercial enforcement officer should no longer be used as a courier to transport citations and tow tags.
- The time saved by eliminating this function and the location of violators should be used to increase commercial enforcement activities.
110. The Police Department should again solicit the assistance of organizations that serve people who have disabilities in parking enforcement.

Several police agencies have had success in enlisting people who have disabilities to patrol shopping and commercial areas to identify violators. They have authorized citizens to issue summonses. The Police Department made such a request to the city's Commission on Disability several years ago, but the proposal was rejected. It should be retried.

One agency that has used this program for several years is the Hillsborough County Sheriffs Department, Tampa, Florida.

Police Reserves

111. Reserve officers should be full participants in community-involved policing.

Reserve officers can and should play a key role in the community involved policing program. They can provide follow-up support to problem-solving efforts initiated by full-time officers; team with full-time officers to target specific beat-level concerns presented to the Police Department; collect and analyze data in support of crime analysis; and, intervene to gain support from other government and community service agencies.

Reserves should receive the same training in problem solving and community engagement as full-time officers. Reserve officers should be encouraged to take on a problem-solving project that is related to their current details.

Full-time officers should consider using reserve officers to assist in data collection, other information gathering efforts, and follow-up activities for their neighborhood problem-solving efforts.

112. Reserve officers should be used to supplement full-time officers who staff the telephone reporting system.

Some police agencies, such as the Omaha Police Department, have had success in using volunteers to staff telephone reporting. As fully trained officers, reserves provide an opportunity to expand the hours and scope of the program.

113. Reserve officers should be evaluated, in a structured manner, on a yearly basis to provide them with positive feedback and constructive criticism regarding their efforts.

The reserve officers' evaluations should be based on a combination of first-hand observation in the field by the reserve director and field supervisors, as well as accomplishments over the course of the year based on a set of goals developed by the reserve director and the chief of police. The goals should emphasize problem solving and community engagement.

114. The reserve director, in conjunction with city personnel officials, should develop and implement a recruiting plan.

Since the mid- to late 1980s, there has been a net loss of approximately 10 officers and several more are expected to retire from the program in the next few years. Female officers should be the focus of recruiting efforts in the short-term, since they are significantly under-represented at the present time; 6 of the 52 reserve officers are women.

Police Aide Program

115. The police aide program should be converted to a community services officer (CSO) program.

Community services officers are full-time and part-time nonsworn, uniformed employees who handle minor calls for service and provide additional support to police units. They may be young people who aspire to enter the Police Department and/or career employees who remain in the CSO program for many years. They relieve sworn officers of handling minor calls such as petty larcenies, vandalism, and nuisance calls. They may assist officers on collision scenes, fill in for dispatchers, staff the front desk operation, conduct follow-up on criminal cases in support of investigators, and more. They may be required to continue their education in the same manner as the aides.

Expansion to CSO's will enable the department to expand its use of the aide program. CSO's can be an integral part of the community involved policing effort, helping to analyze neighborhood concerns in support of patrol officers.

116. Each CSO should be assigned to a permanent beat to assist sworn officers with problem-solving and community engagement activities in that beat for 75% of their work hours within the department.

Currently, police aides are assigned primarily to secretarial or administrative duties that could be performed by clerks. Community services officers should be used to perform tasks, such as taking cold reports, that would help free sworn officers for community policing activities.

CSOs should also be permitted to identify and work on a specific crime and disorder problem themselves under the supervision of a sworn officer.

117. CSOs should be required to attend department training sessions on community policing and review background material on problem-solving and community engagement.

If they are to participate in community-involved policing, CSOs must have a solid understanding of the nature of this approach.

118. A special effort should be made to recruit female CSOs. The department should set a goal of operating a CSO program that is 50 percent female.

Since many CSOs go on to become police officers, this program presents an excellent opportunity for the department to market itself to potential female officers, as well as increase the pool of future female officer candidates with exposure to and experience in a law enforcement agency.

119. The Police Department should develop a formal recruiting effort for CSOs and should participate in the recruiting effort with area high schools, colleges and universities.

120. Because CSOs work in the field, the city should purchase additional vehicles to accommodate the program.

CSOs should work in marked cars, with markings that vary from patrol cars. The vehicles should be marked with "community services officer" clearly displayed.

(PERF will provide additional information on the community services officer program upon request.)

Barricaded Subject - Hostage Negotiations Team

121. Officers assigned to perform tactical duties (entry and marksmen/observers) should train one full day per month.

Until the department can afford to increase training funds for all members of the team, the officers who engage in high risk operations should take precedence.

122. All members of the team, who are subject to call out should be provided with a departmental pager.

123. The department should procure a van for the BSHNT.

Hostage/barricade situations require specialized equipment. Having an equipment van ready to respond to critical incidents saves precious time, which is critical in hostage-takings and barricaded subject emergencies. Such a vehicle should be outfitted with communications equipment including an updated crisis phone kit. A used van in excellent condition would suffice for this purpose.

Interaction with Other Agencies

124. The city council should approve a new regulation providing authority to the University of California police to patrol the one mile area beyond the campus.

125. As part of a long-term plan, the jurisdictions in the region should strive to providing each police agency with the capability of car-to-car transmissions.

Such a program was undertaken in the State of Maryland and resulted in the MARNIS system. This enables any police agency to go "car-to-car" on the radio in the event of a critical incident or emergency situation.

126. Agencies in the region should strive to increase joint training opportunities, particularly in the area of community policing.

Joint training in community policing should be made available to administrators, supervisors, and officers, as well as representatives of other government agencies that will have the most frequent interaction with the police.

Resource Allocation

127. The department should review the capability of its computer-aided dispatch (CAD) system to capture data in a format that is more useful to workload analysis.

Data should be captured to better reflect time committed to calls for service by event type, beat, hour of day and day of week. The retrieval of time data in seconds, rather than minutes or hours, should be discontinued.

128. The city of Berkeley should increase the number of officers allocated to patrol to a total of 105. The bicycle patrol unit should be increased to 10 officers plus a full-time supervisor.

Patrol teams should be increased to 15 officers, with one or two supervisors per team based on the number of supervisors available through overlap.

129. When staffing levels are increased, one patrol officer should be assigned to each beat. During the 15 hours each day when the 18 beat structure is in place, officers in excess of the 18 needed for beat staffing should be assigned to reduce excess workload or to problem-solving tasks as part of the community involved policing effort.

130. Bicycle patrol officers should be required to handle a greater volume of calls for service in the areas to which they are assigned.

Even though they represent a strategic community policing effort, unless bicycle patrol officers handle a greater volume of calls for service, the program should be discontinued. It is inefficient to have so many officers on patrol handling so few calls for service. Community involved policing and handling calls for service are not mutually exclusive. Rather, response to calls for service is the primary basis for developing community contacts, identifying and analyzing neighborhood problems, and developing long-term community partnerships with citizens and business people.

131. As the department continues efforts to adopt a community policing philosophy, the percent of uncommitted time available to patrol officers for self-initiated activity should be reassessed.

Some departments in which patrol officers are highly engaged in community policing have increased this allocation up to 50 percent. This is an administrative decision. No norm has yet been established for the optimal uncommitted time necessary to engage in community policing.

132. The Police Department should implement a comprehensive telephone reporting system, assigning highly-skilled full-time officers and community services officers to the function. It should be operated on day shift and in the early to mid evening hours. For the foreseeable future, there should be no reduction in patrol teams based on projected handling of calls for service by the telephone reporting unit.

An ongoing public education program is essential to the success of telephone reporting.

Calls for service handled by telephone are among the least critical and do not require an excessive amount of time -- far less than the 39 minute average call for service handled by patrol teams. Combined with the fact that the telephone reporting program has not been well-marketed to the public, the immediate effect on patrol staffing needs is unknown. Because of the service expectations that exist within the city, it will take at least one or two years to adequately assess the full potential of telephone reporting. If its potential of handling 20 percent of calls for service is achieved, it may be a factor in reducing staffing needs. However, it must be emphasized that handling 20 percent of all calls for service through telephone reporting will not equate to a 20 percent reduction in the number of hours committed to calls for service by field patrol officers. For now, no determination can be made about the impact of telephone reporting on staffing needs.

Technical and Support Services

Jail Operations

133. All jailers and other persons who could be assigned to work as jailers should receive appropriate training before they assume operational duties.

Waiting up to 180 days after a jailer begins working in the jail before providing training in evacuation, first aid, defensive tactics, etc. is a dangerous practice, especially when staffing levels are routinely low.

134. Minimum staffing should be three jailers. There should be a male and female jailer on duty at all times as well as a third jailer to work the control panel room.

135. The jail staff should be increased by three jailers.

Funding the hiring of three jailers would amount to slightly more than current overtime expenditure. While three more jailers will not eliminate the need for an emergency overtime budget, they will greatly reduce the scheduled overtime necessitated by understaffing. The long-term use of overtime to address intentional under-staffing is not an efficient practice.

136. The release of prisoners on citation should not be predicated on the staffing level of the jail and should be discontinued.

The decision of police officers to make full-custody arrests as compared to issuing citations and releasing violators should be based on the nature of the violation and other factors related to the violator. The decision should not be influenced by the changing levels of the jail staff. Similarly, the decision to detain a violator should not be reviewed and overturned by jail staff attempting to reduce prisoner population in response to temporary understaffing.

137. All video equipment monitored by jail personnel should be repaired or replaced as needed to provide clear images of security sensitive areas. At least one spare camera and one spare monitor (in good working order) should be available for immediate replacement when equipment failure occurs.

Video equipment that does not provide clear images is of no value in a security system. Jailers cannot be held responsible for the security of areas they cannot see.

138. A video camera should be installed in the photograph room. This camera should be monitored by the control room jailer.

This room is not in view of the control room. Currently, if a prisoner being photographed becomes violent, the situation could continue for some time before other jailers become aware of it.

139. All jailers should be trained in the use of the Identix fingerprint equipment.

140. Fingerprint ink rollers and other instruments that could be used as weapons should be removed from counter tops and other locations within the reach of prisoners being processed and secured in a safe location.

141. The telephone located on the wall outside the control panel room should be relocated to another area where it would not pose a security hazard.

142. Jailers should be provided with a lounge/rest area where they can take breaks or eat meals.

Since space is limited, it may be feasible to convert the kitchen to combination kitchen and jailer rest area.

143. The department should continue with its plan to construct a lock box inside the secure area by the public window for the deposit of cash accepted for bail and/or vehicle release.

144. All prisoners should be relieved of all property and items that could be used to injure themselves and others.

The current practice of letting prisoners retain personal property and, specifically, shoelaces is dangerous. Shoelaces can be used for the strangulation of self and others. All property should be itemized and kept in a secure location until the prisoner is transferred.

145. Intoxicated driving violators should be detained separately from criminal offenders.

Departmental policy requires first offenders to be detained separately from repeat offenders.

146. The policy of detaining intoxicated persons until sober should be discontinued.

When a responsible party (spouse, parent, attorney, etc.) arrives to secure the release of a prisoner, the person should be released. There is no justification to keep an intoxicated person detained after processing is complete, bail requirements are met and a sober, responsible person is present to secure the release.

147. The department should contract to have prisoner lunches delivered to the jail.

An attempt was made several years ago to find a vendor to provide this service, but none were identified. A new attempt should be made.

The practice of sending jailers to pick up lunches reduces the staffing level in the jail. With staffing levels low, this is a poor practice.

148. Appointments for the processing of persons charged on citations should not be made until the jail staff confirm the existence of the citation. Appointments should be made only when adequate staff is on duty.

149. No person who presents himself or herself for a processing appointment should be admitted into the facility without first presenting photo identification confirming his or her identity as the individual for whom the appointment is scheduled. Citations should be verified.

150. All persons entering the jail through the public entrance should be frisked or checked with an electronic metal detector (more than a pat down) before passing through the inner security door.

Property and Evidence

151. The outer property room should be secured with more than a padlock.

Although the area is within police headquarters, the security of property entrusted to the department should be better secured.

152. Cash and items of significant value should be secured in a locked safe within the inner property room. A new safe should be purchased for this purpose.

Unit personnel exercise due caution by limiting access to the inner room. However, cash and valuables should be in a locked safe, especially while the room is open.

153. All cash holdings should be documented in a separate computerized data base or, at a minimum, in a log book. Each entry should include the case number, owner if known, amount of cash and identified as property or evidence. A tally of the total amount of cash held by the unit should be maintained. When the amount reaches a designated amount (\$5,000 or \$10,000), it should be transferred to the public safety accounting office.

154. Data on all incoming property, to include the date property may be purged, should be entered into a computerized property management system.

Daily, the program should "tickle" property custodians as to the case numbers of property that needs to be purged and its location in storage. Prior to disposition, the submitting officer should be contacted to ensure that the property in question is not needed for court. Upon confirmation of the submitting officer that the property may be purged, custodians could effect the removal of such property. By knowing which property to seek and where exactly it is located, the 100 or so articles that currently take 20 hours per week to locate could be purged in just a few hours during one designated day per week.

155. The use of part-time aides should be expanded to include the entering of data of all currently held property and evidence.

This is a time-consuming task that will require the expenditure of paid hourly employees. However, once all property is entered, dispositions will be more timely and more easily completed.

156. The department should temporarily procure a truck from another city agency to be used to dispose of unnecessary property held in the two cargo containers.

In the future, property held in the containers should be subject to regular purging.

157. The security of bicycles held by the department should be enhanced.

While it is difficult to store bulky items, the department has a responsibility to store them in a location where they are not subject to theft.

158. The department should not recycle its recovered firearms for ultimate resale to the public, regardless of the amount to be gained or the state in which the sales will occur.

There is no reason for a police department to be involved in proliferating the volume of handguns on the streets.

Records

159. Conversion to optical disk storage should be implemented without delay.

The present equipment is inadequate to meet the needs of the department. Equipment malfunctions cause unnecessary delays and down time for the clerk.

160. Only two copies should be made of the original microfilm roll.

A copy of the microfilm should be sent to the city's storage facility and the original and a copy maintained within records. The detective bureau receives a hard copy of all offense reports and maintains its own files. The report review unit has no need for a separate microfilm roll. The records unit's copy is easily accessible by any member of the department. The extra copies are time consuming and costly and are not required for efficient operation of the other units. Anytime an excess number of report copies is made the integrity of records security is weakened.

161. Microfilming of reports should be conducted three to four months after the report is submitted.

This will allow original and supplement reports to be microfilmed together. It will eliminate the requirement for a supplemental film roll and save time locating a complete report. This recommendation also applies to optical disk scanning.

162. The records unit and the report review unit should be combined into a single Unit.

This will combine like functions into a single unit. It will provide for greater operational control and coordination of information review, storage, and retrieval.

163. All department records should be housed in one secure location.

Presently arrest records are maintained within the jail and records of incidents, criminal offenses, and traffic accident reports are maintained on microfilm. Some files are maintained in detectives. Centralized storage will enable the department to better control the privacy and security of records. Centralized storage should not diminish access to information or retrieval of files when needed.

164. The practice of transcribing reports should be eliminated.

All reports submitted by uniform officers should be hand written or typed.

165. Quality control review of reports should be the responsibility of the first line supervisor. Supervisors should be held accountable for the quality of reports.

The first line supervisor, particularly in patrol, should review all reports to ensure completeness, accuracy, legibility and proper classification. Reports should be initialed by the supervisor indicating that the report has been reviewed and meets departmental standards.

166. The practice of marking items on reports for data entry should be discontinued.

Data entry personnel should be trained to enter required information from the reports without the mark-ups.

167. The practice of using a separate file folder for each report should be discontinued.

The process of preparing folders and inserting and removing reports at each point of handling is needlessly time consuming. All daily reports may be placed into one folder or envelope for transfer between units. This will not jeopardize organization or security.

168. Original reports should not be used for data entry.

Copies should be used for data entry. The originals should be filed in the records unit. This will provide for better control and security of original reports. The reports can be filed in numerical order. This will reduce the time spent by other units trying to locate missing reports and will allow supplemental reports to be filed with the original for microfilming.

169. The practice of entering miscellaneous incident reports into RMS should be eliminated.

Information from miscellaneous reports serves no useful purpose for crime analysis or statistical reporting. Information concerning the incident(s) may be obtained from the CAD files, if needed.

170. Reports should be entered into RMS on a same day basis.

Every effort should be made to enter all reports into RMS the same day that they are received. This will encourage more use of information by officers and allow for effective crime analysis. This is important to the problem-solving component of the community involved policing effort.

171. The department should conduct an in-house workload study of the data entry function.

Effort should be made to establish standardized data entry requirements for each operator.

172. Windows and other problems in the report review office, such as ventilation, should be repaired.

Window tinting or some other alternative should be used to reduce glare and the windows should be able to be opened for air flow.

173. A copy of all crime and incident reports should be forwarded to the crime analysis unit.

In order to be most useful, information on crime and other incident reports should be analyzed and fed back to patrol officers as quickly as possible. The formation of a crime analysis unit is recommended elsewhere in this report.

Information Management

174. The officer's position should be replaced with a civilian employee who has both experience and education in information management. The sworn position should be reassigned to patrol to support community involved policing and better meet workload demands.

178. Reports should be entered into RMS on a same day basis.

Every effort should be made to ensure that all reports are entered into RMS the same day they are received. It is important that data be entered in a timely manner or the information will not be used for proactive, problem-solving purposes. Timely entry will cause many personnel to use the system.

179. Information management should publish a directory of all reports and information that may be obtained from the system.

The directory will aid bureau commanders and supervisors in determining what reports and information may be obtained. Effort should be made to encourage use of the computer generated information to prepare monthly reports.

180. Bureau commanders, supervisors and officers should be instructed and encouraged to access the system to obtain data that would be useful to their problem-solving efforts.

Despite the delays in data entry, the system provides a wealth of information that could be used to assess and understand recurring problems in neighborhoods.

181. Patrol supervisors should be encouraged to use the electronic mail function of the system to file their daily reports to the chief of police and bureau commander.

A daily report is required of sergeants and lieutenants on each shift. The report is currently hand written. It contains information on staffing, patrol activities and unusual incidents during the shift. The data could be relayed electronically with little difficulty.

182. The detective division should make better use of the MCI module.

There are a wide range of applications available within the MCI module of the system including crime analysis, stolen and recovered autos, case assignment, case tracking, pawns, checks and other applications.

183. The department should establish a full-time crime analysis function and require the crime analyst to make use of the information management system.

Communications

184. The fire lieutenant should be returned to the fire department for assignment.

The lieutenant serves no function useful to the communications center. The lieutenant's position would be more useful to the fire department in another capacity.

185. Staffing levels authorized for the communications center should be filled.

186. Efforts should be made to ensure that each shift has a supervisor who is free from full-time dispatch duties.

This will enable the supervisor to properly manage and oversee the duties of the dispatchers. Some time may have to be spent dispatching and, occasionally, supervisors may have to fill vacancies. Such situations should be infrequent.

187. The department should establish a system for tracking and recording dispatcher activity and workload for each station in the center.

Such data will help determine the need for additional or fewer personnel or a redistribution of workload among the dispatchers. It will also assist the supervisor during performance appraisals.

188. The communications center's training manual should be updated.

The manual needs to be updated to include CAD, MDT's, and telecommunications.

187. A task force composed of representatives of communications, patrol and management should be established to address the lack of cohesiveness between patrol officers and dispatchers as well as the failure of patrol officers to follow professional communications practices.

Relations between patrol and communications are strained. Relieving this strain and professionalizing radio transmissions should be a priority within the department.

189. Efforts should be made to identify and provide remedial training for dispatchers whose skills are marginal.

For those employees who are having difficulty in the center, dispatching skills may be enhanced through remedial training and close supervision. Specific problems with employees need to be identified and steps taken to help the employee improve.

190. The practice of rotating positions during a shift should be discontinued.

It reduces continuity. It is better to rotate positions from work day to work day than it is during the shift.

191. At least one dispatcher or the communications supervisor should attend patrol roll calls. Communications personnel should rotate this assignment.

The brief period away from the communications center should not strain resources.

192. The department should place dispatchers on the same shift plan and rotation as patrol.

If positions are filled, the current staffing level is adequate to meet needs. There is merit to adding additional personnel, if needed, to have dispatchers work the same shift rotation as patrol.

193. The department should develop and follow standardized procedures for handling complaints against dispatchers that do not warrant intervention by internal affairs.

194. Officers should be required to conduct more of their own follow-up, including phone calls, from the field or station rather than relying of dispatchers, unless the situation is of a critical or urgent nature.

Dispatchers should assist officers by placing calls while officers are in the field attempting to resolve incidents. However, once situations are stable and officers are able to make their own notifications, they should do so.

195. All officers should participate in a familiarization training program in communications.

Training should include orientation to the CAD system and the duties performed by dispatchers. On a rotating basis, every officer -- regardless of rank or assignment -- should spend a shift in communications. This should be an ongoing process. The added position will also provide additional support and sworn presence to the communications function.

196. The OJT phase of the dispatcher training should include a patrol ride-a-long and geographical orientation of the city.

Dispatchers should accompany officers on ride-a-longs to gain exposure to officers' duties.

197. Patrol supervisors should require greater radio discipline.

Poor radio discipline wastes air time and contributes to strained working relations. It also weakens officer safety. Individual officers, dispatchers and supervisors should be held accountable for the quality of radio traffic.

198. Communications supervisors, rather than the warrant detail supervisor, should conduct regular quality control checks to ensure that warrant (wanted) information is removed from the various data bases after arrests are made.

This function directly monitors the efficiency of communications employees. When repeated discrepancies need to be corrected or should discipline be in order, it is preferable for the supervisor of the responsible employees to be tasked with these checks.

199. An electronic door locking mechanism and intercom system should be installed at the main door to communications.

This will permit communications personnel to ascertain who is at the door and permit entry without having to physically leave their dispatch position.

200. The department should undertake a public education campaign to inform citizens about the proper use of the 911 emergency communication system.

The department may be able to obtain the assistance of the telephone company and surrounding jurisdictions in this effort.

Identification Services

201. The department should establish better written guidelines on the duties of identification personnel and adhere to them.

Written guidelines are required to reduce the number of calls outs involving identification unit personnel. There are far too many needless call outs. Patrol officers are capable of processing crime scenes but lack the necessary equipment. The purchase of latent fingerprint recovery kits would allow patrol officers to process minor scenes.

202. Patrol sergeants should approve all call outs before an ID tech is notified.

203. The monthly evaluation based upon prints examined and identifications made should be changed to reflect a broader range of duties performed by the PSA's -- not simply qualitative assessment.

204. The department should evaluate the need for maintaining duplicate fingerprint records.

Currently, the county is the central depository of criminal records. The department maintains duplicate copies of all fingerprint records sent to the county.

205. The department should civilianize the supervisory position within the identification unit.

A civilian specialist should be hired to manage the unit. The sergeant's position should be converted to a patrol officer's position and transferred to patrol.

206. The department should fill the vacant PSA position.

The current practice of using overtime to cover the position should be discontinued.

Warrant Service

207. The department should add one full-time civilian support employee to the warrant unit. The vacant position of office assistant should be filled.

Tasks such as data entry, making telephone calls, and sending letters do not require police officers.

208. The commander of the communications unit should conduct regular checks to ensure that communications personnel clear from all systems the names of persons on whom warrants have been served or when warrants have been recalled.

This should be a priority task. When these names have not been cleared, it is possible for police officers (in Berkeley and elsewhere) to arrest a person for whom no warrant exists. These checks should not be the responsibility of the warrant unit.

209. The department should participate in the regional warrant task force.

In this way, the need to deploy the hostage negotiation team for high risk warrant service will be held to a minimum.

210. Under no circumstances should the department permit an outside police agency to attempt warrant service in the city unless city officers are present.

Facilities

211. The department should submit all work requests in writing.

The process of requesting work activities informally by phone is convenient. But, it does not provide for tracking work activities and it does not provide an audit trail. All telephone contacts should be followed up with written work orders.

212. The city and department should develop a master plan for the construction of a new facility or major renovation to the existing facility and should establish a capital budget to support this effort.

A new facility is needed. At a minimum, a major renovation, to the existing building based on a quality needs analysis and architectural plan, is needed.

213. The city should conduct a thorough survey of the existing police headquarters facility to establish a plan for making repairs, painting, and performing other maintenance tasks. The plan should then be implemented.

214. Additional modifications and improvements necessary to comply with the requirements of the ADA should be implemented.

215. The department should implement a pass control system within the building.

All visitors to controlled-access areas and employees should be required to display an identification card or pass. Employees should wear their ID cards. Visitors should be required to sign in and wear a pass.

216. The city should make an adequate number of parking spaces available for police employees working at the police building.

It is counter-productive to expect employees (especially police officers working in other areas of the city) to park in spaces that require periodic moving of the vehicle to avoid ticketing. If an appropriate lot is not available in within a reasonable distance, a nearby street should be partially dedicated to permit parking for employees.

Fleet

217. The chief of police and the city public works director should meet to resolve differences resulting from fleet maintenance and repair services.

Once the two department heads meet, managers from both agencies should establish policies and procedures on fleet maintenance and repair. This information should then be conveyed to personnel in both agencies. Fleet procedures should be enforced by supervisors in both organizations.

218. Vehicles used for covert assignments should be fueled and repaired at private garages, not the city garage. Units should be issued appropriate charge cards to conduct vehicle maintenance.

219. A precise maintenance schedule for police vehicles should be established and followed. Departmental vehicles should be serviced (oil, lubrication) every 3,000 miles.

These service appointments should also include a safety check of tires, brakes, suspension, steering, etc.

Study of the Berkeley Police Department

Summary of Position Changes and Needs

CURRENT POSITION

EXAMPLE

Assistant Chief of Police

Admin. Services Division, Berkeley, Calif. 1967
Admin. Services Division, Berkeley, Calif. 1967
Admin. Services Division, Berkeley, Calif. 1967

Assistant Chief of Police

Admin. Services Division, Berkeley, Calif. 1967
Admin. Services Division, Berkeley, Calif. 1967
Admin. Services Division, Berkeley, Calif. 1967

Assistant Chief of Police

Admin. Services Division, Berkeley, Calif. 1967
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Assistant Chief of Police

Admin. Services Division, Berkeley, Calif. 1967
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Admin. Services Division, Berkeley, Calif. 1967

Assistant Chief of Police

Admin. Services Division, Berkeley, Calif. 1967
Admin. Services Division, Berkeley, Calif. 1967
Admin. Services Division, Berkeley, Calif. 1967

220. The chief of police should designate one employee to serve as the agency's fleet manager. As an alternative, the chief of police and director of public works should consider assigning a city garage employee to the Police Department to serve as fleet manager.

- The fragmented approach that currently exists is ineffective.

221. The city garage should provide the department with detailed accounting guidelines on billings. A monthly report on all charges, by vehicle, should be provided to the department.

Summary

Transfers and Civilianization

The following presents an overview of some of the position changes and needs recommended in the study report. Each of the below changes is contingent on implementation of recommendations and, for some, commitment to changing positions from sworn to civilian. In some cases, supervisory and managerial sworn positions are converted to police officer positions in patrol or other units. This reduces the number of sworn supervisors and managers and saves funds (the difference between sergeant's, lieutenant's, and entry level patrol officer's salaries).

The position of inspector is being eliminated through attrition. Inspectors should be converted to police officers, not sergeants, further reducing the supervisory staff.

<u>CURRENT POSITION</u>	<u>CHANGE TO</u>
Lieutenant, Administrative Division	Administrative Services Division, or hire a civilian to head the new division and convert to a police officer in patrol
Sergeant, Training	Hire a civilian training specialist and convert to a police officer in patrol
Police officer, Training	Hire an administrative assistant for training and transfer to patrol
Police officer, Youth Diversion	Hire a civilian youth counselor and transfer the police officer's position to patrol
Inspectors, Detective Bureau	Police officers in Criminal Investigations (not sergeants)

CURRENT POSITION

CHANGE TO

Six (6) police officers, Special Enforcement Unit

Patrol

Sergeant, Special Enforcement Unit

Patrol

Lieutenant, Parking Enforcement and Garages

Upon privatization of parking enforcement and garages, transfer the lieutenant's position to patrol to assist others in coordinating CIP

Police officer, Information Management

Hire civilian data processing specialist, transfer the patrol officer's position to patrol to assist in coordinating CIP

Sergeant, Identification

Hire a civilian ID technician/supervisor, convert the position to police officer in patrol

Police aides

Community services officers (CSOs)

Fire Department Lieutenant, Communications

Return to Fire Department

Summary
New Positions

NEW POSITION

UNIT OR FUNCTION

29 Police Officers

Patrol

Police Officer (1)

Bicycle Patrol

Police Officer (1)
(criminal investigator)

Career Criminal Program

Sergeant (.5)

Bicycle Patrol

Civilian Planner

Planning and Research

Crime Analyst

Planning and Research

Youth Services Worker

Youth Diversion Program

Identification Supervisor
(civilian)

Identification

Three (3) Jailers (PSAs)

Jail

Clerk-typist

Administrative Services



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NEW POSITIONUNIT OR FUNCTION

Clerk-typist

Patrol

Clerk-typist

Criminal Investigations

Clerk-typist

Warrants